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UNESCO/SS/CONF.URB/W/19
ECAFE/URB/19
16 August 1956

ORIGINAL : ENGLISH

ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST
AND
UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

JOINT UN/UNESCO SEMINAR ON URBANIZATION IN THE ECAFE REGION

Jointly sponsored by the United Nations Educational, Scientific and Cultural Organization, the United Nations Bureau of Social Affairs and the Secretariat of the United Nations Economic Commission for Asia and the Far East, in co-operation with the International Labour Office

8-18 August 1956
Bangkok, Thailand

Agenda item 4/1

ECONOMIC DEVELOPMENT POLICIES IN RELATION TO TYPES, SCALE AND LOCATION OF INDUSTRIES AS A FACTOR LIKELY TO INFLUENCE URBANIZATION TRENDS IN ECAFE COUNTRIES

Report prepared by
Mr. Widjojo and Mr. A. Alagappan

Mr ALAGAPPAN (Secretariat) introduced the paper on "Economic Development Policies in Relation to Types, Scale and Location of Industries as a Factor Likely to Influence Urbanization Trends in ECAFE Countries". He said that the paper was divided into two parts, the first dealing with types, scale and location of industries in ECAFE countries as at present and the second dealing with current economic development policies as a factor that would affect urbanization. He said that the influence of governments in this field had been by and large only indirect till almost the beginning of the post-war years. Competition had generally been considered to be beneficial, helping to produce a more efficient allocation of resources and a more healthy production alignment. The resulting industrial development had, however, been somewhat unbalanced in the context of the prevalent resources situation in some countries. Industries in some cases had been modelled on the western pattern using labour-saving machinery and making difficult a fuller utilization of the abundantly available manpower. Advanced techniques and equipment

/had reduced

had reduced costs but the loss of employment in traditional industries in villages and towns without alternative opportunities had been considerable. The growth of factory industries in cities had generally not evoked the right responses in traditional industries - responses leading to rationalization, use of better techniques, improved equipment, organization, standardization, training etc. and so had resulted in the steady decline of the competitive power of traditional industries. Generally, industry has settled down wherever it has been profitable even though conflicts with the interests of social welfare have developed. Distribution of industries has been uneven and generally there has been a move towards cities.

Mr. Alagappan said that the pattern however was being given a new direction by the current development plans. A study of the investment pattern in the public sector in the ECAFE countries shows how the priority to strengthen the production base calls for large investments in basic overheads and in heavy industries leaving little for investment in a wide range of light industries, which have to be developed on a decentralized basis. The increased demand for consumer goods that is induced by investment in irrigation, power, transport, construction, industrial and other projects under the various development programmes has to be necessarily met by using relatively labour-intensive methods of production. The weight of employment considerations in the region is revealed by the current plans for industrial development. Development of large industry appears to be move for its supporting and supplementary character to small industry i.e. the setting-up of central production plants serving as common facilities and stimulating small industries for essential needs. The move to develop a decentralized economy also gathers strength from the point of view of rational distribution of industry to utilize natural and human resources effectively, helping to save and reduce outlay for the transport system. Building up a decentralized industrial society did not necessarily mean acceptance of an inferior technology. It may, however, be necessary to modify or regulate the pace of application of modern techniques in those spheres where their uncontrolled adoption may cause more harm than good.

Mr. Alagappan said that some of the questions that may be usefully considered by the Seminar were the types of urban centres that would grow. Will new industrial townships bewasteful or should development be more on existing centres? What sort of regional planning is necessary to service a group of urban centres in the area? What are the principal policy measures that should be undertaken to strengthen small industries that are to be developed on a decentralized basis?

MR. WIDJOJO (Indonesia) in his introductory remarks said that the problem of choice has arisen before the planners on the question of location and types of industrial development in the context of urbanization. The Secretariat paper made a point that industry had settled down in many Asian countries wherever it was profitable even though conflicts with interests of social welfare have developed. This was a policy issue which required much attention. Another matter of which the planners are aware of, is that sufficient recognition must be provided in the dangers of the growth of giant cities. No serious direct steps as such have however been taken to arrest this development except for some legislations of varying effectiveness. At present the public investment pattern in the countries of the region shows that considerable priority has been given to develop a more appropriate infra-structure for the economy, which calls for heavy investments in economic overheads and heavy industries. Consideration is also being given to the creation of employment opportunities through the development of industries with low capital/labour ratios. Generally speaking, it can be said that countries in this region have in one form or other tried to stimulate the process of decentralization of industrial development. Some of the questions that require to be considered are: what industrial patterns exist in countries of the region and what industrial patterns are considered as desirable in the economic programmes of these countries? To what extent are these patterns considered as efforts to stimulate decentralized industrial development? To what extent are the desirable industrial patterns in the economic programmes of the several countries in the region based on economic considerations and to what extent is it based on social desirability? To what extent are for instance, the new urban industrial townships created as a result of the establishment of large industries in rural areas, considered as socially desirable? Attention was drawn on the difference between non-economists who mostly consider social welfare as an end in itself in this stage of economic development, whereas economy planners and policy makers consider

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labour as a means to reach higher productivity which lead to a higher level of living. The problem of creation of employment opportunities without retarding the technological progress should be seriously considered. Considerations concerning the creation of employment opportunities is only one of the priorities which should be taken into account in development programmes and that these are limits which should be considered if development in the long run is not to be hampered. Economising the use of capital and maximising the use of labour is very desirable, but in other cases the use of the latest technique of production is necessary, as in the case of steel-mills and aluminium-plants. Overemphasis on labour intensive techniques of production may slow down the introduction of better equipment and methods of production in the future. Furthermore it would be appropriate if we discuss what tools are used or will be used to carry out these policies? What machinery exists to implement these policies? To what extent city planning and overall planning on national level and regional planning dovetail together? How far will the licensing system help to achieve proper location of industries? In considering the tools to implement a given industrial pattern, emphasis should not only be given on physical planning forced by legislation, since other development policies also have a direct impact on the locational pattern of industries, such as tax policy, public expenditure policy, tariff policy, wage policy. It is further suggested to discuss the pattern of the infrastructure laid down in government programmes or already carried out, because in the long run policies that determine the type, scale and location of these economic overhead will be largely responsible for the pattern of industrial development and the process of urbanization.

PAKISTAN - The Government of Pakistan directly influences the location and types of industries. This is possible because a comprehensive licensing system exists by which the government achieves control to regulate development. The Pakistan Industrial Development Corporation sponsors investments in industries which are considered to be beneficial to the country. The control on small industries although not so impressive is still comprehensive and is within the province of local authorities.

/ INDONESIA

INDONESIA - The Government of Indonesia has in mind the importance of cottage industries to provide employment. It is realized that particularly savings in transport costs are effected. Care, however, should be exercised to see that mechanization is not hampered. In planning it is important to study the industrial potentiality of towns to estimate the chances of growth.

ICFTU - The ECAFE Secretariat paper has not sufficiently emphasized the importance of cottage and small-scale industries. The rapid population increase, the decrease of available per capita land, low agricultural income, the severe unemployment, the limited absorptive capacity of large-scale manufacturing industries etc., all necessitates the importance of developing small industries. It must be said that the advanced economic development plans in the region including the second five-year plan of India are not giving a sufficiently active role for cottage and small-scale industries.

Dr. PIERSON (Secretariat) in reply to the ICFTU representative drew attention to the analysis on the subject in the Secretariat paper from para. 23 onwards. He pointed out that the classification adopted in the paper distinguishes the location pattern of the various types of small industries and made reference to those complementary and competitive large-scale industries. The importance of tying up small-scale industries with large-scale industries in urban centres for the supplying of essential semi raw materials for use of common facilities was mentioned.

JAPAN - The experience of Japanshows that factories have tended to congregate in the cities despite attempts to decentralize.

SARAWAK - Industrial development is mainly directed by private enterprises with attempts to use the existing surplus labour. Some of the industries like oil refinery, saw-mills, etc. are reoriented. Some light industries have been developed in towns.

/ CHINA

CHINA - Economic development planning in China has emphasized the importance of industrial development. Even though large industries are concentrated in cities, the development of small-scale industries has not been neglected.

U.S.A. - Recent trends reflect decentralization of industries intensively throughout the U.S.A. The problems to be considered in the event of decentralized urban growth are the need for getting ready programme either to expand the existing centres or to provide water supply, drainage, lighting, etc. The U.S.A. planning is done broadly on a regional basis, still leaving room for free play of market forces, giving independence for location and scale of output.

FRANCE - The delegate of France touched upon the problems that arise when decentralization of urban growth is accelerated. He emphasized the importance of planning properly to avoid the pitfalls.

MR. ALAGAPPAN (Secretariat) desired to discuss the point raised by the U.S. delegate about broad planning with independence for the individual producers as for location and scale of output. He said that the problem is different in Asian countries where the small-industry producers require far greater guidance. Much of the small industry in Asia is stagnant using obsolete techniques turning out unstandardized products. Producers are not organized and have hardly any common facilities for procurement or raw materials. The distribution is generally controlled by middlemen whose profit margins inflate the costs. There is hardly any organized maketing. Much of industry is self-financed, which really means very little. Stocking is not possible as production is invariably limited to dwarf size representing a few days work and does not grow into sustained commercial volume. The development of small-industry calls for improvements all along the line. Sufficient importance must be given to development and organization which would bring together the widely dispersed industrial units into voluntary

/ trade

trade associations to secure the benefit and advantage of large-scale organization and procurement of raw materials, credit, marketing and research. The usefulness of cooperatives must be explored. Standardization and quality control must be introduced. In this connection, the experiment in Philippines of issuing blue-prints to scale for a number of utility articles was mentioned. Detailed sheets showing patterns, sizes, other specifications and raw materials requirements are circulated to various producers who produced identical articles. The importance of concentrating on relatively simple improved equipment which can be easily adapted as far as possible by local manufacturers, was stressed. It is considered more rewarding to concentrate in the near future on immediately practicable steps such as organization, improvement, standardization, better marketing and financing, improved training and techniques of manufacture, better utilization of raw materials and establishment of centered common facilities. It is considered that the balance must be struck between application of modern technology and provision of employment purposes.

Professor HAUSER summed up by saying that from the discussion it would appear that importance of securing the balance in industrial development as between employment opportunities and technology must be carefully considered. The question of choice appears to be important in resources allocation and as between savings and investment. The point of scattering instead of pooling risks of industries in central planned economies has been raised.The basic question of the place of individual as either a means to an end or an end itself, has been considered. It appears that urbanization in future is likely to be more decentralized in the Asian countries.

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CONCLUSIONS

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ECONOMIC DEVELOPMENT POLICIES IN RELATION TO TYPES, SCALE AND LOCATION OF INDUSTRIES AS A FACTOR LIKELY TO INFLUENCE URBANIZATION TRENDS IN ECAFE COUNTRIES

1. The influence of governments in relation to types, scale and location of industries has been by and large only indirect till almost the beginning of the post-war years. Competition has generally been considered to be beneficial, helping to produce a more efficient allocation of resources and a more healthy production alignment. The resulting industrial development has, however, been somewhat unbalanced in the context of the prevalent resources situation in some countries. Industries in some cases have been modelled on the western pattern using labour-saving machinery and making difficult a fuller utilization of the abundantly available manpower. Advanced techniques and equipment have reduced costs but the loss of employment in traditional industries had been considerable. Generally, industry has settled down wherever it has been profitable even though conflicts with interests of social welfare have developed. Distribution of industries has been uneven and generally there has been a move towards cities.

/2. The priority in

2. The priority in the current development plans in the ECAFE countries to strengthen the production base calls for large investments in basic overheads and in heavy industries leaving little for investment in a wide range of light industries, which have to be developed on a decentralized basis. The pattern of the infra-structure of the economy laid down in government programmes or being carried out is very important, because in the long run policies that determine the type, scale and location of these economic overheads will be largely responsible for the patterns of industrial development and the process of urbanization.

3. The weight of employment considerations in the region and the awareness to bring about a rational distribution of industry to utilize natural and human resources effectively, strengthens the move to accelerate decentralized industrial development.

4. Even though planners are aware of the dangers of the growth of giant cities, no serious steps as such have, however, been taken to arrest this development except for some legislation of varying effectiveness.

5. It is important to examine the impact of decentralized industrial development on urbanization. Economic as well as non-economic considerations, social desirability, etc. must be carefully gone into. It is important to see whether new urban industrial townships should be developed or the existing centres expanded.

6. The problem of creation of employment opportunities must be solved without, however, retarding technological progress. Overemphasis on labour intensive techniques of production should be avoided. Optimum resources combination must be so planned that scarce resources are combined with abundantly available resources in such a way as to secure the highest productivity or the highest possible net returns.

7. It is important to examine the tools and the machinery that will be employed by governments to implement the new development. Besides attention to physical planning the impact of other development policies such as tax policy, public expenditure policy, tariff policy, wage policy etc. on the

/locational pattern

locational pattern of industry should be borne in mind. The importance of dovetailing city planning, regional planning and overall national planning must be studied. The usefulness of licensing system to achieve proper development of industries must be considered.

8. Decentralized industrial development in Asian countries can succeed effectively only when greater guidance is provided to small industries. Help is called for all along the line. Organization must be developed which brings together the widely dispersed industrial units into voluntary trade association to secure the benefit and advantage of large-scale organization for procurement of raw materials, marketing and research. The usefulness of co-operatives must be explored. Standardization and quality control must be introduced. Efforts must be made to concentrate in the near future on immediately practicable steps, as mentioned above, instead of introducing costly equipment.

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RAPPORTEUR'S SUMMARY REPORT - ITEM 4(3)
POLICIES FOR TOWN AND COUNTRY PLANNING

Prepared by Mr. Ernest Weissmann
Assistant Director, UN Bureau of Social Affairs

1. The subject was introduced by the rapporteur who discussed (a) the relationship between urbanization and the physical environment; (b) the role of housing, building and community improvement in the process of urbanization; (c) physical or environmental planning; and (d) the regional planning approach as a means to guide urbanization.

Urbanization and physical environment

2. Asian cities are attracting large numbers of rural people. The drift away from the village is due to the growing pressure of people on food producing land, to a change from a predominantly peasant economy to modern industrialized production, and to the more intimate contact of the developing

/areas with

areas with the expanding world market. In recent years the pace of this process of urbanization has become rapid and congestion and blight are rampant in many cities, while at the same time the rural environment continues to deteriorate and the gap between urban and rural living is becoming wider. The urbanization process is particularly intensive in the countries which have recently gained independence; whose economies have changed from colonial to national economies and where the net increase in the population is mainly reflected in a phenomenal growth of cities.

3. With the development of trade through better transport and communications of a wider range and capacity, the urban/rural balance of a particular region tends to become increasingly influenced by the demographic, economic, social, cultural and political factors outside that region. The world-wide requirements of production, consumption and trade are thus becoming more important elements in economic development, industrialization and urbanization everywhere. Great changes may also occur in the pace of industrialization and the urban/rural relationship in the developing areas as a result of the technological advances which can be expected from the development of modern industry and agriculture, automation and nuclear energy.

4. The deterioration of the urban environment and the problem of housing in Asia are perhaps worse than in other parts of the world. The process of urbanization here, which was once characterized by a slow and gradual change, is now becoming increasingly rapid, massive, intensive and pregnant with social problems. Its symptoms are social maladjustment and drastic physical change leaving often in its wake slums and environmental blight. Programmes designed to prevent or to repair the ills connected with an explosive expansion of cities are being hampered by lack of investment funds and frustrated by the fast growing population and the migration to cities. Approaches, methods and techniques are being sought to cope more effectively with the rapid change in the settlement pattern and to achieve a more balanced development through planned location and growth of industry in relation to the other fields of production. Physical planning in step with economic and social programmes has consequently become an essential factor influencing balanced development.

/Housing,

Housing, Community Improvement and Building

5. The improvement of man's physical environment is a visible expression of a rise in living conditions. It is composed of the family shelter and its environment including a number of amenities, services and facilities which provide the link between the family and the group, and help to transform a "house" into a family home within a community. The problem of providing better housing and communities has assumed staggering proportions under the impact of industrialization and rapid urbanization. The intensity of the housing crisis and the expansion of urban and rural slums suggest the need for bold and imaginative action. The limitation of investment capital, however, and the keen competition for available funds call for economy to meet enormous needs with small outlays.

6. Governments are assuming increasing responsibility for the financing of housing and community improvement programmes as part of their general social and economic policy. Practical action by central as well as by local authorities in a significant number of countries is being geared to their economic possibilities and general development programmes. As a result resources in materials, plant, manpower and funds that can be made available for current and future housing programmes are being assessed in the light of their contribution to full employment and social betterment, to economic growth and better living conditions.

7. Housing and community facilities, together with education and health, belong to the category of so-called "social overhead" projects. They are beginning to be considered as basic to economic development. In this respect they can be compared to the "economic overhead" projects such as transport, communications and power, which are generally accepted to be requisite for effective economic development. These overhead projects provide little or no yield in foreign exchange. They generally furnish low yields and take a considerable time to realize any yields in financial terms. Their benefits, however, are derived from the more balanced development of economic activities which utilize them.

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8. It is now being recognized that provision of adequate housing and community facilities must accompany, or even precede, resource development if serious obstacles to economic progress and the high social costs of haphazard urbanization are to be avoided. There appears, however, to be a considerable area of conflict in the sphere of national policy formulation in the developing countries, between the "economic" and the "social" approach. The housing enthusiast seeks prompt fulfilment of housing needs without appreciation of the difficulty of supplying the resources required. The development enthusiast, however, sees the problem of economic development in terms of scarce capital resources which should be diverted to "more productive tasks".

9. The relation of housing finance to economic development involves examination of many complex problems such as the share of investment funds which the countries can and should allot to housing and community improvement programmes in the interest of balanced economic growth and stability. It also calls for the establishment of priorities among the different social programmes including housing and community facilities. Housing, furthermore, is deeply involved in the process of saving and investment. It is a type of capital formation that both encourages and strengthens long-term patterns of saving. People will save for better housing who would not make their savings automatically available for capital formation otherwise. As the shortage of savings is a severe obstacle to economic growth in the developing countries, this additional mobilization through house building may be an important contribution.

10. In connection with housing and community facilities for people in the lower income groups it is most important to foster and improve the production of local building materials, both as cottage industries and on a larger scale. In order to reduce the cost of urban housing and to improve its quality in and around large agglomerations experiencing intensive shortages, highly productive building and building materials industries on a sufficiently large scale are necessary to cope with the required volume at costs attainable. This is essential also for the general economic development since a large share of capital investment funds goes into structures of different kinds.

/11. At the same

11. At the same time it must be considered that housing programmes cannot mature successfully unless the house-types adopted - both in regard to construction and accommodation - are related to the economic, social and physical conditions of a country, or a given area. Variations in house-types between countries, and also within a country, are to be expected. House-types, furthermore, are not likely to be static, but will depend on social and economic advancement. Housing codes should, therefore, provide for such changes and should aim at establishing guiding principles, and the standards of performance required from a dwelling to be healthy, safe and convenient, rather than at fixing specific sizes or construction methods.

12. Housing standards cannot be separated from the corresponding standards for utilities social services and community facilities, including in urban areas, transport between residence and the place of work. When resources are scarce, greater emphasis should be laid on adequate community and regional planning, and on the provision of utilities, services and facilities, rather than on a limited number of well equipped houses in a pour environment.

13. No government has sufficient resources to provide all the housing and community facilities needed; the people may have them. Practical solutions should therefore combine their skills and resourcefulness; the rational application of local materials; the social advantages of group work; and the best use of assistance from public authority in funds or materials, in equipment, and in technical advice. The community development process could thus be effectively used for the improvement of home and community. Projects of such obvious and direct benefit to individual and group - through self-help and mutual aid - have often become focal points for local action which has usually extended into other fields of improvement as well.

14. The studies prepared for the seminar and the discussions during the seminar itself have clearly indicated that the "push" away from the village and the "pull" towards the city are together responsible for the current rise in internal migration. Some additional movement from country to town is a result of social and political changes during and after the Second World War. Thus the dominant motivations for the drift to the city are economic. They are a social by-product of demographic growth and economic change. It would of course

be idle to pretend that this desire for improvement of one's condition of life can be arrested or turned back. The question therefore is how can nations adjust their planning and turn this population drive into a positive contribution to social and economic development.

15. Better housing, social and cultural amenities and more adequate community facilities in rural areas especially may help to slow down the drift and reduce the city's psychological impact in rural people. Bringing industry into the rural areas, both small and large, could do even better. Location of industry within existing clusters of villages might bring to the rural population direct benefits from a new source of livelihood injected into the area. The usual drift to the immediate vicinity of the production centre might possibly be reduced and fewer village people might have to be transplanted into entirely different urban environments. The process of urbanization could then take a more positive form and bring more of the benefits of industrialization into the rural area - higher family incomes; better community facilities; more desirable community environment, thus combining the advantages of rural living and industrial employment. In this way perhaps a more desirable mix between central planning and individual and group initiative could be also achieved.

Physical or Environmental Planning

16. Formulation of broad development concepts and a varying degree of economic planning have become accepted functions of government in practically all countries since the Second World War. In a growing number of cases, health, education, housing and social welfare in general have also become important components of national development policy and programmes.

17. It is generally agreed that social improvement is not an inevitable consequence of economic development. Nevertheless, changes in the social and the physical environment are seldom considered together with the proposed economic changes inherent in resource development. Experience, however, shows that even when the social setting in which a development programme is started and the resulting social changes have been envisaged, the full measure of the expected social and economic gains has failed to materialize unless the necessary changes of the physical environment were also anticipated and planned for at the same time. This is particularly important for the less developed countries where economic and technological resources are scarce.

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18. To be realistic the proposed goals (in terms of specific projects) of an economic development programme for a given region need to be evaluated in the light of available resources natural, economic, technological and human. They must also be gauged against the anticipated social and cultural requirements at various stages of development. Finally, specific projects must be related to each other within the framework of a physical or environmental plan for an area or community. The direction, pace and consecutive phases of such a plan will necessarily depend on the essential factors affecting development: the known natural resources, the physical conditions of the area, its economic potential, the social acceptance of the proposed changes and, of course, political considerations.

19. It is the task of physical or environmental planning to define in physical terms the different components of a specific development programme, by assessing and recommending within a given area, zones for industrial, agricultural, residential, social and cultural uses and by establishing a rational pattern for transport and communications, for power supply and distribution, and for other utility networks as part of the overall programme. On such basis environmental planning provides an opportunity to reconcile the often divergent interests of material production in its narrow sense with human welfare, and to help establish a better balance in the urban/rural relationship of a developing area. The more rapid the urbanization process becomes, the more necessary it is to plan for it, so that costly mistakes of the past can be avoided.

20. Physical planning thus conceived is part of a many-sided process of economic and social development and its course clearly depends on a variety of development factors. First of all, economic and technological means vary from place to place, as do the natural and human resources available. Furthermore, current plans are based on economic and social activities which have started before a particular intervention and will

/continue long

continue long after the present intervention. Finally, social and political conditions are projecting throughout the planning and development cycle a general and often changing framework within which action is conceived, accepted and executed, and it is therefore not the "physical planner" who usually makes the planning decisions.

21. The discussions on land problems have pointed out the urgent need for converting generalizations into constructive and practical policies, and for reconciling the rights of the individual with the public interest before the full force of industrialization and urbanization has stratified land patterns and made rearranging difficult. The enactment of requisite land legislation, where it does not exist, and its proper application, where it does, is essential to avoid speculation with urban land at the expense of the lower income groups and the recent imigrants in particular.

22. Most participants have stated that "efficient town planning" was an answer to the ill effects of over rapid urbanization. But it has also been stated that current interventions attempting to reduce the rural"urban migration has rarely been accompanied by a conscious effort at community and regional planning. Thus it generally happens that housing, community facilities (educational and health services for instance) and the essential utilities are outstripped by both the growth of population and the pace of urbanization. It has further been noted that where there is central economic planning, there is a greater readiness to consider the social and the physical setting and consequences of economic development. But they are usually considered too late and too little is done about them.

23. Physical planning is a continuing process and it can be suitably done only by an organization including the required expert knowledge and the necessary legislative and financial authority. Its work is of a long term character and the concept of comprehensive planning requires team work as a vehicle. It is therefore more important to establish

/the necessary

the necessary planning organization, to provide it with the required staff which often needs to be trained, and to set out the methods and procedures and secure the funds and legislation - then to draw up a master plan that will not continue to be supported by a planning body. A close relationship between the physical planning organ and the economic and social development units in the government is a primary condition for success.

Comprehensive regional planning and development

24. The economically under-developed countries are sometime considered to be now at a stage of development comparable to that of highly industrialized countries one hundred years ago. The result of the relatively slow economic development in the past has generally been a progressive deterioration of their urban environment. Some of these countries have, even after a century of effort, not yet repaired the damage of a long neglect and millions of human beings belonging to the lower income groups continue to be exposed - as slum dwellers - to the worse physical and social hazards. To accept the view that an equally long period of disorganization and urban squalor is unavoidable would offer a grim future for the developing countries.

25. Without going into the fundamental difference between both the past and the present socio-economic settings in the West and in Asia, one should consider at least two new factors which make it unnecessary to repeat the costly mistakes of the past. One is the fact that present technology offers a wider range of possibilities for the region wide distribution of population and for community structure than was possible in the 19th century. The other is the increasing role of government and public responsibility in the planning and development process.

/26. From the

26. From the development point of view, each community is related to others as regards economic, physical and social factors. Development in one place calls for co-ordination of local projects with regional and national programmes. The region, in fact, is the link between the individual community and the nation. A regional plan permits more easily an identification of national goals in terms of local action. In other words, it offers a suitable framework within which development projects of national, as well as of local, significance can find their proper place. It hererfore also provides an opportunity to mobilize through community development the human resources of an area for economic and social progress at the local level, but within the scope of national development goals.

27. Attempts to achieve integrated economic, social and physical development of the total resources of an area through regional planning afford an approach that may prevent undesirable social effects of urbanization and permit industrialization without the growth of slum areas. Regional planning in the past has been limited primarily to the re-development of metropolitan areas or to river valley development, where hydro-electric energy served as a sources of power. The possibility of introducing nuclear energy in a wide range of geographic locations may expand also the opportunity for careful regional planning of the use of resources that have not been tapped to date for lack of power.

28. The urbanization process in the countries developing at present does not necessarily have to follow the pattern characteristic of the already industrialized countries. Different and more complex

/development

development problems are emerging at the present stage and, correspondingly, society disposes of new and better means to cope with them. The process of urbanization and the urban/rural relationship might therefore probably be tempered and channelled through integrated economic, social and physical planning and the development of the natural, technoligical and human resources. Comprehensive regional planning is thus equally important for the redevelopment of metropolitan areas for the opening up of new resources, and for the reconstruction of rural regions.

29. There is an important aspect of urbanization in relation to physical and regional planning. Not only does the social structure of the village generally cease to dominate and guide the new city immigrant but the traditional social structure of the host city itself also changes under the impact of industrialization and the influx of immigrants. The city, it has been said, is the physical image of economic condition and the social structure and culture of a society. But cities continue to be rebuilt and new towns are being planned without sufficient care for their socio-economic function in the modern industrial society, and the interaction cities and their hinterland. Socio-economic research and conclusive data on the city's role in contemporary society, on its fuction within a region, and on the type of physical environment conducive to a more balanced mix of urban-rural cultures are still lacking.

Lines of future action

30. Against the background of ills and potential remedies the complex of processes and problems of economic and social development must be considered in their totality. Industrialization, urbanization, community development, and regional planning are current problems of theory and practice closely linked together. They may offer some answers to problems related to a more balanced growth of industry and agriculture; to a more desirable urban/rural relationship; and to a better use of the people's own resources, skills and enthusiasm.

31. A number of large new cities are being planned and built in Asia. Integrated (economic, social, technological, cultural, etc.) research into consecutive phases of design, production and actual use could be carried out in these new cities simultaneously in one location, at the drafting board, on the construction sites, and in the new homes, work places and neighbourhoods. Construction and maintenance costs should be lowered as a result of such research and the new communities may become better adjusted socially and gain in cohesion.

32. In addition asian countries provide numerous examples of valley development projects at different stages of planning and execution. These projects offer a unique possibility for regional land use research and formulation of operational policy. The effect of the location of new and existing communities - rural, industrial and residential - in relation to economic, technological and human resources could be admirably observed there. There could also be found the proper balance between the desire to maintain by means of decentralization of development the human scale of small communities and the advantages of metropolitan concentrations in terms of culture, art, education and other amenities, services and facilities.

33. Attempts have been made to establish self-sufficient neighbourhoods in congested urban areas and to restore the now extinct cohesion which was, in the pre-industrial period of development, founded on an apparent balance

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among the social, economic and cultural factors in the urban and rural communities. The physical planner has evolved the concept of the "neighbourhood unit", a residential zone equipped with the required types and capacities of community services and facilities, and related to each other by a rational network of utilities and roads. The social planner has proposed neighbourhood formation on linguistic, ethnic, religious or economic function and also through provision of cultural amenities, including cultural centres. Neither has worked by itself although both methods have tended to improve living conditions where applied. More experience is needed before a conclusive opinion on the merits of these experiments can be formed.

34. Much has been said in recent years about adapting the experience of the highly developed countries to the conditions of the world's less developed areas. In the more industrialized countries public responsibility in the development process came about gradually and largely to remedy conditions of economic recession and social maladjustment. Many developing Asian nations however have highly advanced social legislation but possess only limited economic and technological resources. Also, in these countries public initiative and public planning are taken for granted and they are becoming an intergral part of the development process. Out of dire necessity they are now evolving new approaches of their own more suited to their circumstances and needs. Experience thus gathered in the economically less developed countries may well, at this stage, prove to be of the greatest interest and value to all.

Discussion and conclusions

35. The ensuing discussion in which most participants took part brought out a number of points of general interest. The preliminary draft report on Economic Development and Urban Living Conditions - an argument for regional planning, to guide community growth (prepared by Miss Catherine Bauer,

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lecturer in City and Regional Planning at the University of California, for the Housing, Building and Planning Branch, UN) was commended as a real contribution to the understanding of the relationship between the physical environment and sound economic and social development; and of the interaction between individual and group and the social and physical environment. The participants in the Seminar were invited to send their comments to the Housing, Building and Planning Branch (United Nations, New York) at their earliest convenience.

36. The problems of land tenure, land acquisition and the financing of land and utilities development was considered as an important factor conducive to an orderly growth of cities. The discussion further covered the different methods and practices of land use planning, use zoning and building regulations and the role of local and central authorities in the provision of housing and community facilities and services.

37. Several participants have described the policies, the administrative, legislative and financial procedures, and others ways and means relating to planning, both physical and social, at the different levels of government (local, regional and national). The problem of training the required technical and administrative personnel for the different phases of planning and execution of housing and community improvement programmes, were also discussed.

38. The origin and growth of slums; the question of overcrowding and the legal and police measures to prevent it; the remedies to slums and blight, including public subsidies, public finance and social and group work, have been considered by the Seminar. In this connection the question of densities and housing and planning standards was also raised. The role neighbourhoods in the physical and the social sense as a means of integration of the different strata of the urban population into a cohesive community was discussed as well as the possibility of establishing within self-sufficient neighbourhood units "local" industries in order to provide employment opportunity locally without excessive travel time from home to work place.

/ 39. The Seminar

39. The Seminar noted with satisfaction that an Asian conference on regional (physical) planning is to be held in 1957 or 1958. The Seminar felt that the proposed conference should examine: (a) the methods of and trends in physical planning and its place in the total process of economic and social development; (b) the criteria and factors determining the character and the extent of a region for planning and development purposes; and (c) case studies on current position, practices and results of physical planning at the local, regional and national levels. The Seminar futher noted that the case studies will cover examples of redevelopment of metropolitan and other existing urban centres, rural areas where large-scale community development or rural reconstruction projects are being undertaken, and areas where new natural resources are being put to use on large scale. It was further agreed that the participants are prepared to assist the UN Secretariat in the preparation of the conference through correspondence and other suitable arrangements. In this connection the physical and social factors influencing community cohesion and the creation of desirable neighbourhoods require intensive attention and study.

40. The Seminar came to the conclusion that there is a fundamental difference between the socio-economic settings of the 19th century industrial revolution in Europe and the present conscious effort at a more balanced industrial and agricultural development in Asia. The present technology offers a wider range of possibilities for the distribution of population and for the community and regional structure from the physical and social point of view. At the same time the increasing role of public authorities and public responsibility concerning matters of housing and physical environment in particular, are now generally accepted functions of government in Asia. The Seminar felt that bold and imaginative action by the Asian people and their governments combining industrialization and orderly urban growth; agricultural reconstruction and community development; and social and physical planning of the local, regional and national levels could bring about a more desirable urban/rural relationship without the physical hazards and social ills which are the usual symptoms and characteristics of over rapid urbanization.